



# DEPARTMENT OF DEFENSE

## PERSONNEL RECOVERY UPDATE

### DEFENSE POW/MISSING PERSONNEL OFFICE

Winter 2004

Issue 18

#### Expansion of Personnel Recovery Coverage

By: Anil Joglekar, Dave Barratto, Doug Sizelove, and Sam Packer, Institute for Defense Analyses  
Colonel John Hobbie, Director Personnel Recovery Policy, DPMO

Today, United States personnel recovery efforts focus primarily on military personnel. Each Service is required to provide recovery capability for its own personnel. In 2001, the House Appropriations Committee recommended that the Defense Prisoner of War/Missing Personnel Office (DPMO), "...conduct a Government wide interagency needs assessment in order to define the components of fully integrated national personnel recovery architecture." Congress directed that the assessment consider Service personnel, civilians and contract personnel, and examine the possibility of consolidating training programs. In April 2002, DPMO tasked the Institute for Defense Analyses (IDA) to support DPMO in a two-year study addressing the Congressional tasking. IDA published the final study report in July 2004.

With the increased requirements of peacekeeping operations, humanitarian assistance, counter-narcotics operations, Operations IRAQI FREEDOM (OIF) and ENDURING FREEDOM (OEF), and the global war on terror, numerous U.S. military, civilian, and contractor personnel are deployed overseas at risk of isolation. The Department of Defense is committed to returning home its personnel who become isolated or captured. The study assessed the policy and planning implications of increasing the scope of personnel recovery from DoD only to include all government civilians and government contract personnel.

The study defined the National Personnel Recovery Architecture (NPRA) as the sum of three components: direction and guidance (doctrine and policy); plans and preparation (addresses isolated personnel, recovery forces, and commanders and staffs); and mission execution, and employed a four-step study methodology. The first step documented the NPRA as it exists today. The second step developed a strategic vision of personnel recovery in 2020. The third step compared the baseline of step one with the vision of step two to identify shortfalls and gaps in the current NPRA. The final step identified potential solutions to improve the architecture. IDA used the DoD

template of doctrine, organization, training, materiel, leader development, personnel, and facilities ((DOTMLPF), pronounced as DOT- MIL-PF), to document the baseline and potential solutions.

The basic objective of the study was to identify how to improve coordination and use of existing or planned personnel recovery capabilities in DoD, other Government departments and agencies, and host nations where U.S. personnel may be operating. The study did not examine options to increase force structure or change roles and missions. Thus, the study was focused on only new acquisition programs already planned by the Services. The study concentrated on U.S. personnel abroad in high-risk areas, not on the homeland defense environment.

While conducting the study, IDA found several DoD definitions and interpretations of the term "personnel recovery." Additionally, the term was neither codified nor well understood within the non-DoD interagency community. IDA proposed the following definition of personnel recovery for use within the U.S. Government:

*Personnel recovery is the sum of military, diplomatic, and civil efforts to prepare for and execute the recovery of U.S. military, government civilians, and government contractors who become isolated from friendly control while participating in U.S. sponsored activities abroad, and of other persons as designated by the President.*

Early into the data collection phase of the study, IDA concluded there are two distinct situations that impact on an

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## **From the DASD... Honorable Jerry D. Jennings Defense POW/MPA**

*This Autumn has been an especially exciting time for DPMO. In the past few months, I've had the pleasure of meeting our troops in the field and in garrison. As a result, I have an even clearer understanding of the issues and obstacles facing our rescue personnel daily. Armed with this information, I'm now better able to represent these warriors in pressing forward with the issues that really matter. Rest assured, your comments and concerns have not fallen on deaf ears—help is on the way.*

*We are seeing tremendous movement toward the Secretary's goal of transforming personnel recovery into a "joint" endeavour, where "joint" refers not only to interservice activity, but also interagency and coalition. There is little doubt that the war on terror has changed the manner in which we approach war. The role and activities of the personnel recovery community have taken center stage. All eyes are on our warriors. It is incumbent on us to ensure we've provided them with every tool they need to safely recover our isolated comrades.*

*One of those tools, is improved interoperability. We must be able to communicate clearly and efficiently and operate in unison with those beside whom we stand and fight. I am proud to recognize that USJFCOM and JPRA, together with our allies in the UK, are striding toward that goal. Through the recent signing of a project arrangement, we will jointly integrate Global Personnel Recovery System functionality into an existing survival radio. In the next 18 months, we look forward to joint demonstrations and evaluations that will display a viable capability to operate seamlessly together.*

*This serves as just one of many exciting advances we're seeing which will assist in the recovery of our isolated comrades, and just one example of how help truly is on the way.*

**— Jerry D. Jennings**



**DASD Jennings meets with PJ's from the 38 RQS during a recent visit to Moody AFB, Georgia.**

## **NPRA (Continued from page 1)**

NPRA. In the first situation, which is most common, the Chief of Mission is in charge of personnel recovery incidents. Such incidents are characterized by often including non-DoD agencies, such as the Department of State, the FBI, DEA, Immigration and Customs Enforcement, U.S. Agency for International Development (USAID), and Peace Corps. Also, host nation sovereignty issues might constrain responses that Chief of Mission must consider as part of an incident response. The second situation occurs when the Combatant Commander (COCOM) is in charge of resolving the personnel recovery incident, and all other Government departments, agencies and contractors work through the COCOM (seen during OIF/OEF).

The strategic vision IDA developed described a full-dimensional personnel recovery capability based on national (interagency) and multinational coordination. As part of this vision, common strategic direction, policy, and plans span the entire range of threat environments, response processes, and potential scenarios. The goal is to have personnel recovery policies and doctrine that are coherent and cover all departments, agencies, and their contractors; personnel recovery force elements that are adequately programmed, organized, trained, equipped, and resourced; and personnel recovery policies, guidance, planning and preparations such that personnel recovery missions are executed successfully, quickly, and seamlessly.

### **Chief of Mission in Charge Situation**

In the approximately 160 countries with which the U.S. Government has diplomatic relations, the Ambassador or Chief of Mission has overall responsibility for the safety and security of U.S. Government personnel and American citizens abroad. In meeting those safety and security responsibilities, the Chief of Mission is governed by a number of complex region and country-specific factors. These include the U.S. National Security Strategy, foreign policy in general and the policy toward the region or country, host/partner nation sovereignty issues, and human rights considerations. However, IDA research revealed that there is no specific policy or guidance at the interagency level concerning personnel recovery. IDA also found that planning and preparation for potential personnel recovery incidents by U.S. Missions abroad are inadequate, as evidenced by a lack of contingency plans.

IDA proposed the following potential solutions to address the shortfalls in this situation:

## **NPRA (Continued on page 3)**

***NPRA (Continued from page 2)***

- A National Security Presidential Directive (NSPD) is required to ensure a common understanding of personnel recovery policy across the U.S. Government and to establish a national policy that defines interagency roles and responsibilities. The NSPD would define personnel recovery on a national level, establish policy regarding who is covered and under what circumstances; describe the conditions of who is in charge; and delineate responsibilities and actions the interagency community must take to establish and sustain a viable National Personnel Recovery Architecture.
- The President should designate National Security Council Counterterrorism Security Group the authority for personnel recovery policy oversight and interagency policy coordination at the national level.
- The Department of State and other affected non-DoD departments and agencies should establish personnel recovery offices that will plan for personnel recovery incidents and prepare their personnel with survival training and equipment.
- Based on the Department of State Travel Warning List, personnel recovery focal points should be established in 30 to 50 U.S. Missions in selected countries. These could be established in a phased manner, with two to five being established each year over the next 10 to 15 years.
- Survival, evasion, and resistance training must be provided to interagency personnel deployed overseas. This training could be provided through the Department of State's Foreign Service Institute, using course material from the Joint Personnel Recovery Agency (JPRA) as a base; through Joint Personnel Recovery Academy courses specifically tailored for interagency departments and agencies; or through private companies whose course material was accredited by a responsible Government agency.
- The Department of State, in collaboration with DoD, should initiate a program to assess and enhance U.S. embassies' readiness for personnel recovery incidents. This program should emphasize leveraging all available programs and resources, including Security Assistance, USAID, and host nation assets.

**Combatant Commander in Charge Situation**

Personnel recovery within DoD is governed by many policy documents and is supported by a large infrastructure of organizations, training facilities, and equipment. However, IDA found that many of the policies are narrow in scope, several of the organizations are not structured to meet changing responsibilities, equipment is not interoperable, and training facilities are inadequate for

most Services. IDA also found that because joint personnel recovery doctrine does not exist, or is at least out dated, and current Service doctrines are conflicting, joint personnel recovery requirements are not adequately identified and programmed.

IDA proposed the following potential solutions to address the shortfalls found in this situation:

- DPMO needs to update DoD Directive 2310.2, Personnel Recovery, and DoD Instruction 2310.3, Personnel Recovery Response Cell Procedures, to reinvigorate the Personnel Recovery Advisory Group and the Personnel Recovery Response Cell and to address non-DoD interagency participation in the DoD process.
- United States Joint Forces Command (USJFCOM) needs to update Joint Publication 3-50, Doctrine for Combat Search and Rescue, to synchronize it with the proposed Personnel Recovery NSPD. In particular, JP 3-50 needs to include a revised definition of *joint* to include interagency and coalition personnel.
- Personnel Recovery issues related to contractor coverage need to be addressed through the Federal Acquisition Regulations in terms of risk assessment, risk mitigation planning, contractor accountability, training, survivability, and recoverability.
- CONUS Replacement Centers (CRC) should be resourced to meet basic pre-deployment survival, evasion, resistance, and escape training for individual military, civilian, and contractor replacements. Discussion continues as to who will bear the CRC resourcing burden.
- USJFCOM should develop a one-hour personnel recovery briefing for senior leaders of DoD and other government departments and agencies. Also, a seminar or day-long tutorial should be provided by the National Defense University and the Foreign Service Institute as further leader development training.
- The Joint Staff should sponsor personnel recovery exercises and restructure them to include end-to-end events in realistic operational environments.
- The Services need to revise survival, evasion, resistance, and escape training to include core resistance training curriculum with increased capacity for both DoD and interagency personnel.

The listing of potential solutions above represents a summary of those contained in the IDA final report. Additionally, the IDA report included ballpark cost estimates for those solutions requiring additional resources.

IDA developed four key recommendations at the conclusion of the study as listed below:

***NPRA (Concludes on page 6)***



## USSOUTHCOM'S Personnel Recovery Program

By: Lt Col "Pony" Conforti and Maj Chris Avila SCJ327, PR Branch  
Mr. Rob Stewart and Mr. Scott Peters JPRA Command Representatives

USSOUTHCOM has led the way in identifying theater personnel recovery requirements, capabilities and shortfalls by forming a personnel recovery Mission Analysis Working Group in 2002. In April 2003, the USSOUTHCOM Chief of Staff approved this working group's initiatives for USSOUTHCOM's personnel recovery program. The mission analysis methodology is designed to determine requirements for USSOUTHCOM to report, locate, support, recover and reintegrate personnel that may become isolated from U.S. Government (USG)-directed missions within USSOUTHCOM's area of responsibility (AOR) that have hostile or uncertain environments.

The Joint Personnel Recovery Agency (JPRA) provided subject matter experts to facilitate the mission analysis process that included the interagency community, USSOUTHCOM staff, components, task forces, supporting organizations and Military Groups. The working group deliverables included personnel recovery policy development; implementation tasks to support the personnel recovery policy; offices of primary responsibility for tasks; determination of personnel, equipment, training, funding and personnel recovery architecture requirements; identification of external organizations' support requirements; and publication of the personnel recovery plan of action. Significant action areas included: Hostile/Uncertain Area Designation; personnel recovery lessons learned; personnel recovery environment in the AOR; personnel recovery tasks; personnel recovery capability (to include interagency assets, Host Nation combat search and rescue capabilities (CSAR), theater assets and CONUS based forces); and action items for the HQ Staff, components, Military Groups and the interagency community. (USSOUTHCOM revalidation of this initial personnel recovery mission analysis has now been initiated.)

In order to meet the command's personnel recovery obligation, the personnel recovery Mission Analysis Working Group determined that Country Team needed to coordinate personnel recovery plans with the embassies whose countries have hostile/uncertain environments. The planning must consider all of the USG military and interagency civilian and contractor personnel recovery

requirements, capabilities and shortfalls. This planning may include existing rescue plans (DoS Narcotics Affairs Section has planning documents available at most embassies), interagency and host nation training requirements (survival, evasion, resistance, and escape, Code of Conduct, personnel recovery courses, host nation training and equipping, etc.) and the overall footprint of USG workers in country.

The embassy country team, USSOUTHCOM staff and components, and JPRA are required to approve on all personnel recovery country plans. Finally, if possible, we will request the Host Nation sign a memorandum of agreement acknowledging the USG personnel recovery country plan and the host nations' personnel recovery responsibilities.

Included in the country plan is a requirement for the embassy Military Groups to have personnel trained and equipped to accomplish Rescue Coordination Center (RCC) tasks. The Military Group Commander oversees the country's RCC planning and execution. Countries in the USSOUTHCOM AOR may lack traditional Joint Task Force command structures but many times perform similar functions. In the event of a personnel recovery incident or isolating event, the Military Group leads the country team effort for the Ambassador (Chief of Mission) through his country RCC. USSOUTHCOM has attempted to codify this model by including an additional paragraph in the draft Joint Publication 3-50 under the Chapter 5 Planning, Multiagency

paragraph: **"Where a [joint force commander] JFC has not been established in a host nation with hostile or uncertain conditions, the Security Assistance Organization (SAO), as part of the American Ambassador's country team, must coordinate host nation and interagency support for the country team's personnel recovery plan. The SAO may establish a country team joint personnel recovery center in order to provide a focal point for the interagency and provide a single point of contact for personnel recovery matters with the host nation."**

### Discussion

USSOUTHCOM made great progress in establishing country RCCs and personnel recovery country plans. The U.S.



**USSOUTHCOM** (Concludes on page 6)

# International Security Assistance Force (ISAF) and Personnel Recovery

By: Major Robert Nylén and Tor Cavalli-Bjorkman  
ISAF HQ TAOC CRCC

For a long time ISAF has relied upon Combined Joint Task Force (CJTF)-76 to provide personnel recovery assets in case of a downed ISAF aircraft or ISAF isolated personnel within ISAF's Area of Responsibility (AOR). ISAF will continue to cooperate with CJTF-76 in the future but to enhance force protection within ISAF's AOR, ISAF is now building its own personnel recovery capability and assets. This is a combined joint project including many different units and countries, but everyone has same goal – to save lives!

## Background:

ISAF I to IV did not have any capabilities or standardized operating procedures regarding personnel recovery. During ISAF V, personnel recovery work intensified and the headquarters element established a Tactical Air Operations Center (TAOC) Combined Rescue Coordination Center (CRCC). The TAOC CRCC contacted CJTF-76 to enhance personnel recovery in the theater and create Standard Operating Procedures (SOPs). CJTF-76 personnel trained and briefed ISAF aircrews in personnel recovery procedures.



*PR is more than just picking up downed aircrew*

## Action Taken:

ISAF HQ TAOC CRCC developed a personnel recovery plan within ISAF. The end state for this plan was that ISAF should have a personnel recovery capability of its own. TAOC CRCC inventoried all possible assets that could be used to create ISAF personnel recovery capability. Parallel to this, the TAOC CRCC reestablished contact with CJTF-76 and continued training personnel recovery to ISAF aircrews and high risk of capture personnel and developed routines concerning Isolated Personnel Reports (ISOPREPS) and Evasion Plan of Action (EPA). All these efforts were incorporated into the SOP, which is a living document and constantly being revised and improved.

Personnel recovery is not an activity that is defined by NATO doctrine, SOPs or ATPs, so the TAOC CRCC also had to work with getting personnel recovery accepted within

ISAF, a process that went very well. In order to get personnel recovery off the ground, TAOC CRCC created an ISAF Recovery Working Group (WG). The goal for this WG was to create a real world personnel recovery capability within the ISAF Kabul AOR resulting in a real world personnel recovery capability.

TAOC CRCC will coordinate personnel recovery operations, but units within the Multi-National Brigade will



## ISAF operators board a Turkish CH-60

execute carry out the actual personnel recovery missions. ISAF is using Apaches, Black Hawks, and rescue teams for these missions.

All units and organizations involved have taken part in different types of theatre training and drills, including day and night Live Fly personnel recovery exercises.

## The Way Ahead:

While maintaining the personnel recovery capability within ISAF Kabul's AOR, the plan is to build a personnel recovery capability in the northern ISAF AOR as well, increasing Force Protection in all ISAF AORs.

## Upcoming Events

Jan '05	Multi National Force Standard Operating Procedure Workshop	Honolulu, Hawaii
Feb '05	Personnel Recovery Advisory Group Mtg	Washington D.C.
Mar '05	CENTCOM Personnel Recovery Conference	Bahrain
Apr '05	PACOM Personnel Recovery Conference	Hickam AFB, Hawaii

**NPRA** (Continued from page 3)

The **proposed National Security Presidential Directive is essential to establish a coherent and cohesive National Personnel Recovery Architecture that includes all U.S. Government departments and agencies.** The NSPD will provide a clear definition of the term “personnel recovery” as it applies to the interagency community and a succinct statement of our national policy with regard to personnel recovery of all U.S. personnel participating in a government-sponsored activity or mission overseas.

The **Department of State, in collaboration with DoD, should initiate a program to assess and enhance U.S. embassies’ readiness for personnel recovery incidents.** Emphasis will be on leveraging all available programs and resources, including Security Assistance, USAID, and host nation assets.

If U.S. Government contractors are to be provided the same considerations for personnel recovery that are afforded to U.S. military and government civilians, **a comprehensive review and standardization of the Government contracting process would be needed. Revising the Federal Acquisition Regulations is one option** to clarify government versus contractor responsibilities, risk assessment, and risk mitigation planning.

DoD should revise its approach to and the content of survival, evasion, resistance, and escape training. **Core Captivity training, which combines the unique curricula for prisoner of war, terrorist hostage, and peacetime governmental detention situations into a common captivity situation curriculum, should be implemented as soon as possible.**

DPMO has requested that IDA continue its support over the next year and focus on implementing the recommendations it made in the study. While a formal plan for this implementation phase has not been approved yet, it will focus on the NSPD, on the assessment program for U.S. Embassies, and on the contractor issues.

**USSOUTHCOM** (Continued from page 4)

Ambassador to Colombia recently signed the personnel recovery plan for that country. Two trained contract personnel are in place in the RCC in Colombia, and RCC equipment is on order. JPRA has provided required host nation personnel recovery education en Español for the Colombian Security Forces leadership and headquarters staff for 2004. In addition, the 6<sup>th</sup> Special Operations Squadron trained the Colombian Security Forces CSAR units. Recently, personnel recovery Special Instructions (SPINS) were vetted through the USSOUTHCOM Foreign Disclosure Office and released to Colombian Security Forces that also developing an in-country personnel recovery exercise program.

USSOUTHCOM has continued to make progress in its personnel recovery planning in Peru and Bolivia. Our personnel recovery staff should complete the final draft personnel recovery country plan for Peru by the end of this year and held initial meetings with the country team in Bolivia. Additional RCC contractor positions and RCC equipment for these countries remain unfunded. The future personnel recovery plan will provide staff assistance visits to Ecuador, Panama and Venezuela to help set up RCCs and personnel recovery programs in these countries.

**Way Ahead**

USSOUTHCOM’s personnel recovery branch has challenges ahead, but continues to press forward with the command’s personnel recovery program using unfunded requirements justification and counter-narcoterrorist monies. Efforts continue to man, train, educate, equip and exercise deployed personnel, recovery forces, and leadership and staff. The personnel recovery branch’s continued priorities include: theater and country entry requirements; personnel recovery country plan and country RCC development; integration of interagency and host nation assets and resources; DoD and interagency SERE training; host nation CSAR capability development; component and task force RCC capability development; complete full mission capability for the USSOUTHCOM JSRC; and a robust, funded personnel recovery architecture.

**DPMO POINTS OF CONTACT**

Commercial Fax Number: (703) 602-1969/DSN Prefix 499

Unclassified web page address: [www.dtic.mil/dpmo](http://www.dtic.mil/dpmo) SIPRNet address: <http://webhost.policy.osd.pentagon.smil.mil/dpmo>

Ms. Melinda Cooke	(703) 699-1236	<a href="mailto:melinda.cooke@osd.mil">melinda.cooke@osd.mil</a>
Col John Hobbie	(703) 699-1216	<a href="mailto:john.hobbie@osd.mil">john.hobbie@osd.mil</a>
Lt Col Glenn (Hooter) Hecht	(703) 699-1259	<a href="mailto:glenn.hecht@osd.mil">glenn.hecht@osd.mil</a>
Mr. Dan Baumgartner	(703) 699-1256	<a href="mailto:daniel.baumgartner@osd.mil">daniel.baumgartner@osd.mil</a>
Ms. Kathy Weyenberg	(703) 699-1402	<a href="mailto:kweyenberg@osd.mil">kweyenberg@osd.mil</a>
LTC Dan Shea	(703) 699-1198	<a href="mailto:daniel.shea@osd.mil">daniel.shea@osd.mil</a>
LCDR John (Eggs) Ouellette	(703) 699-1231	<a href="mailto:john.ouellette@osd.mil">john.ouellette@osd.mil</a>
MAJ Kent Sylvester	(703) 699-1103	<a href="mailto:kent.sylvester@osd.mil">kent.sylvester@osd.mil</a>
Maj Matt (VP) Van Parys	(703) 699-1213	<a href="mailto:matthew.vanparys@osd.mil">matthew.vanparys@osd.mil</a>



## Personnel Recovery Snapshots Snippets from Around the Personnel Recovery Community



***DASD Jennings with members of the  
16th Special Operations Wing***

**MERCURY 2004 Political-Military Game  
29 June – 1 July 2004  
Mr. Steven Heinlein  
Center for Army Analysis**

The Army held the MERCURY 2004 Political-Military Game (MERCURY 04) June 29 to July 1 to identify strategic and operational level personnel recovery issues, transform staff personnel recovery processes and develop doctrine to plan, prepare and execute personnel recovery tasks. Representatives from the Army Staff Directorates, Army component commands, major Army commands (MACOM), and joint and national agencies, participated in the conference. Participants examined Army personnel recovery planning phases from a commander's and staff's perspective to develop Army personnel recovery processes and planning procedures. Participants also refined a first-of-its-kind mission planning tool that identifies mission essential personnel recovery tasks.

Determinations and challenges presented at the conference included updating personnel recovery doctrine, transforming personnel recovery education and training, and leveraging joint and interagency support. The Army's Operations, Readiness and Mobilization Directorate (DAMO-OD) sponsored the Pol-Mil Game, and the Center for Army Analysis (CAA) provided

**NATO Search and Rescue Panel Moves Forward  
Ms. Kathy L. Weyenberg  
DPMO**

In early September 2004, the NATO Search and Rescue Panel completed coordination of the fifth revision of the Civil Search and Rescue publication and coordination of its first Combat Search and Rescue publication. The ratification copies are distributed throughout the services and applicable geographic and combatant commands. Additionally, the U.S. Coast Guard is coordinating on the Civil Search and Rescue publication.

**US/UK Project Arrangement for PRESS ACTD  
Global Personnel Recovery System (GPRS)  
Maj Matt Van Parys  
DPMO**



On November 11, representatives from the US and UK met to sign the long awaited Project Arrangement (PA) between their two countries. The stated objectives of the PA are to:

- Improve the effectiveness of beyond-line-of-sight communication capability between US and UK isolated personnel, recovery forces and command & control nodes through development and integration of technology and tactics, techniques & procedures (TTP);
- Improve US and UK information sharing for isolated personnel authentication, location, evasion intentions and movement, and recovery force location; and
- Demonstrate and assess the effectiveness of technology integration to improve US/UK personnel recovery interoperability.

Over the next three months, the United States and United Kingdom will proceed with Phase 1 of the PA, exchanging technical requirements and TTP related to isolated personnel authentication, location, evasion intentions and movement,

**USSOUTHCOM PR Conference Highlights  
MAJ Kent Sylvester  
DPMO**

USSOUTHCOM held their quarterly personnel recovery conference, October 21-22, in San Antonio, Texas. Most notably, USSOUTHCOM announced intentions to move the Joint Search and Rescue Center, currently located in Miami, to Davis Monthan AFB, Arizona, and to integrate it fully into the Joint Air Operations Center. Additionally, USSOUTHCOM is working with the Department of State to establish Rescue Coordination Centers (RCCs) in embassies in this AOR to facilitate rapid planning in the event of an isolated personnel incident. Currently, USSOUTHCOM's Peru Country Plan Working Group is developing a personnel recovery structure and RCC within Peru. To accommodate potential Central American recoveries, the command is considering establishing an RCC at Soto Cano Air Base, Honduras.



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